

Guatemala Annual Work Plan, Year One (Jan 24 to Sept 30, 2005)

Central America and Mexico (CAM)
Anti-Corruption, Transparency and Accountability Program
Task Order Number DFD-I-03-03-00139-00

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1. INTRODUCTION

Casals & Associates, Inc. (C&A) is pleased to present to USAID/Guatemala its Annual Work Plan together with the Annual Work Plan Budget for Year One under the Anti-Corruption, Transparency and Accountability Program, which covers the period from the signing of the contract (January 24, 2005) through September 30, 2005 for review and comment. The present document includes a description of the principal tasks and assistance activities to be undertaken by the Program under each of the project's technical components and a proposed schedule for the activities broken down on a month-to-month basis.

Following discussions held in Guatemala City between February 10 and 11, 2005, it was decided that the work plan responds to the *SO1 Ruling Justly: More responsive, transparent governance* and structured around a core comprised of the four Sub-Results of Intermediate Result 2 (IR2): Greater Transparency and Accountability of Governments of the Central America and Mexico Regional Strategy, FY 2003-2008. Each Lower Level Result corresponds to one of the four Sub Intermediate Result (Sub IR) of the Program.

The Program has identified priority issues to be addressed based on recent analysis of Guatemala's distinctive political environment and, more importantly, of the unique opportunities for reform it affords.

2. THE CHANGING POLITICAL CONTEXT

If Guatemala is to develop politically and economically, one of its key targets will have to be the reduction or elimination of corruption. Corruption is devastating to economies, the poor, the legitimacy and stability of government, and to the moral fabric of society. Unless attached, it will seriously retard the country's economic progress and blight its emerging democracy. National, state and local governments, civil society, academia and the private sector must work in partnership to address these challenges.

C&A under this TO is committed to getting off to a fast start and the Work Plan for Year One reflects this. Program activities are designed and will be implemented with an eye to sustainability, regardless of future political changes. The approach is forward-looking and will be scrupulously non-partisan. The Program will reach out across the political spectrum to include a broad array of political actors, non-governmental organizations, academicians and corporate sector leaders, will identify and engage champions of change, in and out of government, and share with them the tools to reshape Guatemala's political culture. Above all, the Program will proceed with the understanding that, if it is to be sustainable, the program must be embraced and endorsed by Guatemalan stakeholders.

In addition, the Program takes very seriously the need to integrate gender considerations into its work program. One of Program's immediate priorities will be the development of a methodology for doing so and USAID concurrence on it will be sought.

The Program will also remain flexible in order to be able to respond to opportunities that may emerge within the first year as well as over the life of the project. It will also closely coordinate activities with other CAM countries to take advantage of economies of scale.

3. MAIN FEATURES OF THE WORK PLAN FOR YEAR ONE

USAID/Guatemala Anti-Corruption, Transparency and Accountability Program is unique in that 1) it is part of a multi-country effort, 2) it has been designed as an interpreted strategic framework for transparent and accountable governance, 3) it does not have a formally defined set of activities and tasks to be accomplished, but same results, over the next four to five years. For that reason, the Work Plan for Year One is also unique.

As mentioned before, the work plan is structured around the strategic objective (SO): RULING JUSTLY: More responsive, transparent governance; and its intermediate result 2 (IR2): Greater transparency and accountability of governments. The IR2 has four sub intermediate results (Sub IR):

- Sub IR 2.1: More transparent systems for management of public resources by the national government;
- Sub IR 2.2: Increased devolution of responsibilities and resources to the local level resulting in greater responsiveness by local governments to citizen needs;
- Sub IR 2.3: More opportunities for citizen participation in and oversight of national government decision-making;
- Sub IR 2.4: Accountability of elected and appointed officials improved.

Each lower level result (LLR) corresponds to one of the four substantive components (Sub IR) of activities of the Program.

The Program goals are to improve institutional frameworks, support compliance with the Inter-American Convention against Corruption (IACC), improve public management and thus service delivery, provide more effective intra-governmental and citizen oversight, promote participatory and responsive political processes to address policy priorities, improve government performance and increase transparency and accountability. The end result will be a Guatemala much better prepared to achieve sustained economic growth, a major prerequisite for socioeconomic development, poverty reduction and democratic consolidation and deepening.

While each component or Sub IR in the work plan is accompanied by a short narrative overview, it is useful to set out some of the foremost organizing principles and tactics listed in the Task Order that have served as the guiding strategy for the identification and design and implementation of proposed activities.

• Reality on the Ground

The team has adopted the position that it is the reality on the ground that dictates the nature of work plan for each given year, and that it needs flexibility in implementation in order to be able to respond quickly in a sustainable and timely manner to the most pressing needs for assistance identified by Guatemalan counterparts, focusing on results.

The CAM Program will build on achievements to date made under the 2003-2004 Anti-Corruption and Transparency Initiatives in Guatemala. Thanks to the knowledge of its team members, a number of activities are already underway or planned under the previous project that merit continuance with our Program in Year One. At the same time, changing conditions on the ground dictate the need for flexibility and swift responsiveness, where the window of opportunity for reform could be exceptional and distinctive. Actually, given the special necessity to maximize responsiveness in this first year, it may be necessary to provide support other than what is listed in this work plan.

• Quick Responsiveness

The work plan also introduces defined activities that the Program anticipates might be requested in this coming year by the GOG. Anticipated support for implementing the recommendations of the Committee of Experts of the Inter-American Convention against Corruption (IACC), or the Transparency International Conference to be held in Guatemala is feasible. Most activities are aimed at supporting the Executive Branch, Congress, and civil society.

• Implementation Partners

The Program is cognizant that it cannot financially and technically work with every institution. For that reason, in Year One, it has carefully been selected institutions to support whose reform efforts are likely to succeed in terms of achieving results. These include the Presidential Commission for Transparency and Anti-Corruption, Congress, the Office of Comptroller General (OCG) and its Probity Directorship, and organizations dedicated to furthering greater transparency and accountability. As such, the Program has targeted its technical services to be commensurate to the capacity of organizations to achieve their own established performance targets and objectives. As suggested by USAID, the Program will also consider working with entities whose commitment to reform exists at a lower degree.

• Criteria for Partnership

In addition to the traditional partners, the Program will be open to others Guatemalan or non-Guatemalan. Criteria will include the technical capacity of the possible partner, its ability to influence the reform agenda in Guatemala, its capacity to respond quickly and effectively when unexpected opportunities arise, the cost effectiveness of its work, its relevance to USAID's and the Guatemalan Government's reform agenda, and its ability to use USAID's policy as appropriate.

• Donor Coordination

The Program accords great importance to donor coordination in order to leverage maximum impact and identify opportunities for joint implementation and cost

sharing (as demonstrated by the "cross-cutting activities listed in the work plan). The Program will take steps to set up a donor coordination mechanism by arranging periodic meetings with USAID partners in the democracy and governance area, especially the Rule of Law contractor, and with non-USAID partners and the Program will act as focal point if requested. The idea is to meet periodically to discuss issues of accountability and transparency at all levels of Guatemalan governments and to explore possible areas for collaboration.

Linkages

The work plan addresses the need to ensure the appropriate linkages and integration across activities within the Program (and potentially among other USAID-funded activities). To this effect, cross-cutting activities will be addressed for coordination with other USAID Guatemala Officers when appropriate. The Program will achieve inter-linkages between legislative decision-making and executive implementation, by ensuring that the reform efforts supports in Year One, stem from them and reinforce the authorities and responsibilities of each power; will hold periodic meetings of its Senior Technical staff in order to ensure a constant exchange of information and ideas, and to identify opportunities for greater synergies.

• Best practices

The Program is drawing on best practices from successful reform efforts worldwide. As evidence of C&A's commitment to tap into available international best practices, C&A is providing experts with different skills and techniques from Argentina's Office of Anti-Corruption. They will be invited to engage during the entire life of the Program, and in particular in Year One in Guatemala's path to reform. Mexican legislators that have made important reforms will also be invited to Guatemala. The Program team will be sharing best practices in the implementation of IACC monitoring mechanisms with other CAM countries. Over the course of implementation in Year One, and throughout the life of the project, anticipates sharing consultant expertise among the four participating CAM countries.

• Communication and e-technology

The work plan proposes the use of standard communication techniques using all forms of Media and the Internet to disseminate activities, accomplishments, results, and impacts. These forms of communication are planned, when applicable, for each of the tasks. To assure that technology and internet are used effectively, the Program will be promoting appropriate and cost-effective internet-based solutions supporting development of an integrated platform for inter- and intra-governmental communications and transactions. The Program will also ensure, that a range of sites will be developed following a comprehensive project communication plan, that will make it relatively simple for all internet users to retrieve project related materials and visit other related sites. In addition, as directed by the contract, it will establish an Intranet site that can be shared and accessed by USAID and Program employees throughout Central America and

elsewhere throughout the world. This site will facilitate the sharing of information and resources among all participating CAM countries. This will be a cost effective way to be kept updated of country-specific project activities across the region.

• Gender Considerations

The Program is addressing gender considerations in the first part of Year One with key personnel by establishing a Gender Action Plan that will provide a framework for ensuring that gender considerations are integrated into program activities. It will also establish a gender monitoring mechanism so that progress is tracked and adjustments are made where necessary. Ethnical and indigenous considerations are important elements of program activities.

The guiding principles listed above have served to define the activities, sub-activities and tasks that the Program propose to carry out in Year One. This first phase will be crucial to move forward in support of organizations promoting reforms and elaboration of indicators, but will also serve as a time to learn and, if need be, further focus the activities to be carried out in Year Two and subsequent years.

4. DESCRIPTION OF THE ACTIVITIES

This section presents the proposed activities for Year One (January 24 – September 30, 2005), falling under Intermediate Result 2 (IR 2): Greater transparency and accountability of governments. Each Sub Intermediate Result (Sub IR) describes activities and tasks presented in the Task Order SOW, addressed to a certain extent in this first year.

IR 2: GREATER TRANSPARENCY AND ACCOUNTABILITY OF GOVERNMENTS

Sub IR 2.1: MORE TRANSPARENT SYSTEMS FOR MANAGEMENT OF PUBLIC RESOURCES BY THE NATIONAL GOVERNMENT

Analysis of government reforms worldwide has shown that reforms survive transitions in government when there is strong citizen support for the reforms, or when laws or regulations are in places that institutionalize reforms. The Program strategy therefore concentrates on institution building—through reforming and strengthening mechanisms of control, passage of laws and regulatory reforms and backing civil society calls for reform.

The activities slated for Sub IR 2.1 in Year One focus closely on two areas: first, GOG compliance with the IACC and the development of a National Anti-corruption and Transparency Strategy emerging from the IACC content. Achieving these goals will require strengthening the Presidential Commission for Transparency and Anti-corruption,

and the Presidential appointed institutions responsible for implementing anti-corruption policies. The second area involves identifying weaknesses in key institutions and addressing their vulnerabilities, particularly those applicable to budget management and expenditure.

In defining a National Anti-corruption and Transparency Strategy, it is important to design a simple and sensible approach and avoid overly ambitious plans that create unattainable expectations and are hard to implement. A set of key objectives targeting specific reforms within a reasonable timeframe is generally a more effective anti-corruption strategy. In countries like Guatemala, vulnerable to the whims of the governing power, a National Anti-corruption Strategy should be designed in ways that transcends partisan politics.

A first step in that direction is the establishment an anti-corruption entity with clear and specific functions. It should have a structure that responds to the required functions, capacity to develop policy coordination, communication and outreach capability, and technical skills. Such an entity needs proper resources to carry out its functions.

• In January 2004, newly inaugurated President Oscar Berger named a Transparency and Anti-corruption Commissioner to oversee corruption-related issues from the Executive Branch. Former USAID Program provided technical assistance to the office of the Transparency and Anti-Corruption Commission since its creation. The Program successfully encouraged the first Commissioner to view the IACC as the national anti-corruption agenda and to oversee its implementation. The Office of the Commissioner would be the ideal Guatemalan entity to become a National Anti-Corruption Office with narrowly defined functions and structure and an assigned budget.

The Program will continue providing specialized technical assistance to the Transparency and Anti-corruption Commissioner. International experts will train the Office Commissioner staff once their functions are clearly defined. It will also assign a national consultant to work with the Commissioner on a weekly basis supporting the implementation of recommendations and policy coordination with other agencies, particularly the control institutions.

A Governmental Accord created the Transparency and Anti-corruption Commission and its Commissioner for one year and it is up for renewal in March 2005. The proposal to create a Multisectoral Council is part of the accord. The Program will bring to the Commissioner's attention the deficiencies of the proposed Council. In that context, the Program will propose alternative roles for civil society in support of Commissioner's functions.

The creation of a fully functional legally justified and properly funded Transparency and Anti-corruption Commission would bring Guatemala into the league of few other Latin American nations, including Argentina, with well-established anti-corruption entities.

The Program will sensitize the Guatemalan Congress on this topic and encourage proper funding and greater interest in such entity.

IACC compliance remains the top priority of the Program initiatives in Guatemala. The IACC is the ideal tool that brings GOG and civil society together on a common agenda without having to spend valuable time in reaching a consensus on an anti-corruption policy. The Program introduced the Berger Government to the importance of complying with the commitments assumed by the Guatemalan state and has provided technical assistant in the preparation of the Implementation Report for the Committee of Experts first round of evaluation.

The Program will intensify support to the GOG and civil society for IACC compliance in the course of this program. It will help disseminate both the official and the alternate reports. It will also disseminate the recommendations that the Committee of Experts will issue on the basis of the reports. It will organize a seminar to analyze the recommendations and provide technical assistance for compliance, as needed.

The Program will work with Congress and with other institutions affected by the reforms. It will place particular attention to the revision and passing of the Access to Information legislation, as well as to revising the Probity Law and the Law on Political Parties and Elections. The Program will provide technical assistance as requested to ensure that the draft bills meet the best quality standards. This technical support is important to avoid lax regulations that in practice render the legislation ineffective.

The Program will conduct a workshop in 2005 to bring together members of Congress and other institutions that are still not fully aware of GOG commitments. It will also encourage and facilitate the formation of periodical round-tables discussions of key anti-corruption issues where civil society and GOG officials can share views and coordinate efforts. The concept will take advantage of similar experiences in the Dominican Republic in opening up the communication and the understanding among different civil society organizations and between them and the government.

The Program will encourage and support the well-known *Acción Ciudadana*, a partner in this endeavor, to convert the ad hoc civil society IACC monitoring group into a permanent group. The group could then engage in overseeing the implementation of the Committee of Experts recommendations, once they are issued. The Program will also provide technical assistance and training to the group for the next round of Committee of Experts evaluation.

It will be important to coordinate donors' initiatives related to the IACC in Guatemala, with those throughout the CAM region. The use of the Rapid Respond Fund for the second round of evaluation could be done at the multi-country level, including civil society training from the CAM participating countries. Once the Committee of Experts results are available for all countries, the Program can fund a comparative study to identify commonalities and indicators among the countries and monitor progress. The

report will serve to provide a healthy competition among CAM countries for IACC compliance.

Also under of Sub IR 2.1, the Program will support key institutions improve performance on use of public resources. Weakness in key institutions will be identified through several available assessments done by USAID previous programs and others. For example, the Office of the Comptroller General issues a report every year between March and April that outlines how each institution has performed in the management and execution of its budget. They are rated according to performance. Using the 2005 report and other assessments, the Program will work with 3 institutions that did not perform well and identify areas that need attention by providing technical assistance as needed.

The Program will also encourage the Guatemala's evaluation by the International Budget Project (IBP). Based on results and recommendations, it will provide the required technical assistance to comply with requirements.

Similarly, it will support *Acción Ciudadana's* role as Executive Secretariat of the Quality of Public Expenditure Network. Several key control institutions and civil society organizations are represented in the group, an outgrowth of an Inter-Agency Task Force established in 2004 for IACC implementation. The Program will encourage the Network to focus more clearly on a set of objectives, expand membership to include some important institutions currently not represented and facilitate policy coordination for a more transparent government.

Finally, as a cross-cutting issue, the Program welcomes the suggestion of USAID Guatemala Office of Health and Education (OHE) for closely coordinating efforts to identify areas of common interest that offer targets of opportunity. USAID will share with the Program the results of a diagnostic conducted by PricewaterhouseCoopers at the Ministries of Health and Education. Based on the results, the Program will work with the Office of Health and Education to identify specific items where funding could bring fast and visible results. Required training to those institutions will be provided in Year Two.

A key institution that the Program has prioritized for Year One is the Guatemalan Congress. Recent changes in the composition of the institution invite the opportunity for sound initiatives. Congress is the primal and most powerful control institution that still requires assistance and any opening for making changes will be explored. It is expected that Congress will finalize revisions and approve a new Organic Law prior to September 2005. Several internal structures will be affected and transparency will be strengthened.

The Program will take advantage of a changing environment and tap the President of the Congress, the Board of Directors and the Party Leaders to discuss anti-corruption initiatives. This top Congressional leadership has the greatest ability to influence the rest of Congress.

Assistance to the National Congress will include several lines of activities. First, there is an opportunity to call attention of the entire Congress to four priority issues: a) its

oversight responsibilities; b) its role in IACC implementation; c) the need to revise and reform laws required by the IACC, (particularly the Access to Information Law), the Probity Law, and the Political Parties and Electoral Law, and d) the need for a National Anti-Corruption Office with legal status, independence, appropriate budget.

The Program plans to start the awareness process by seeking the assistance of prominent Mexican legislators. In collaboration and consensus with the President of Guatemalan Congress, the Program proposes to sponsor the visit to Guatemala of S. Cesar Jaúregui, Vice President of the Mexican Senate, and Salvador Nava, author of the Mexican Access to Information legislation, no later than May 2005. Through a series of meetings and gatherings, they can explain their experience in strengthening the role of Congress in implementing adequate anti-corruption policies and mechanisms. This is a high level, high visibility event that will certainly open spaces and pave the way for more result-oriented work with Congress. Access to the prestigious Mexican legislators will be arranged through C&A office in Mexico.

The second area of support, will include working the Board of Directors and with the Party Leaders in conveying to the rest of Congress, the importance of complying with the IACC and of reforming the required legislation. The Probity Commission and the Group of Congressional Representatives for Transparency, among others, will be our partners in lobbying for the required changes.

A third area of support will entail civil society coordination. Several Program partners, including *Acción Ciudadana*, *CIEN and Coalición por la Transparencia* are conducting various initiatives with different areas of the Guatemalan Congress. Most of their initiatives require funding that could be made available to them through the Grants Fund.

The fourth and last area of support in the Program Congressional agenda will be to provide technical assistance. National and international consultants are available to conduct studies, provide specific training and support drafting of legislation. The Program local staff will facilitate inter-agency contacts between Congress and other key institutions, attend to requests within the program scope, lobby as needed with legislators and be attentive to the process and progress in Congress on a regular basis.

The Office of the Comptroller General (OCG) is the other key control institution essential in strengthening transparency and accountability in any government. Direct support for the OCG on internal auditing and procedures issues, is not contemplated under this TO, but rather will complement Mission's effort on this area. Still, the Program will work with the OCG Probity Directorship in areas related to the implementation of the IACC, with USAID compliance that complements other efforts in this sector. Specific attention will focus on issues of conflict of interest as related to the sworn statements of public officials. Some changes would require reform of the Probity Law. The Program will provide expert technical assistance and will also interact with the Congressional Probity Commission and the Transparency and Anti-Corruption Presidential Commission to take up the need to revise the Probity Law.

Lower Level Result (LLR) 2.1.1 National Anti-corruption/transparency strategy completed and implemented

-	Year 1								
Activities	Quart	ter 2		Quarter 3			Quarter 4		
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	
Activity 1: Technical Assistance to support the establishment of the Presidential Commission for Transparency and Anti- Corruption									
Task 1 Through the use of an international consultant and the Program's technical advisors, assist the Commission to institute a proper structure; define clearly its functions and objectives; analyze its internal and external policy coordination; its strategy and agenda; its communication and outreach capability; review its personnel technical skills and help to establish minimal conditions to function efficiently and legally in accordance to international standards and best practices.									
Task 2: Present different potential models utilized in other countries to the Commission and other GOG institutions.									
Task 3: Assist the Commission to design, and implement a National Anti-corruption/Transparency Strategy									
Task 4: Assist the Commission in developing internal rules and guidelines to support and regulate the work of the Commission.									
Task 5: Provide recommendations to establish a system for adjudication, evaluation, and follow-up of alleged cases of corruption, lack of transparency and accountability, submitted to the Commission.									
Task 6: Conduct a three day workshop with the Commission's supporting personnel to increase their technical and legal knowledge on the different aspects of the fight against corruption, lack of transparency and accountability and their role to support the work of the Commission.									
Task 7: With the participation of the Commission, support the organization of an Anti-corruption Round Table with International and Local Experts, to discuss the role of the Commission to support the GOG in meeting its obligations under IACC.									
Task 8: To strengthen relationships and promote debate and dialogue between the Commission, Congress, Civil Society and other related control institutions, support the Commission to organize 2 Forums (June and August/05).									

	Year 1									
Activities	Quart	ter 2		Quarter 3			Quarter 4	1		
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep		
Task 9: Assist the Commission to put in place a Public Awareness and Information Campaign and Strategy about the role and commitment of the GOG to fight corruption, lack of transparency and accountability.										
Activity 2: Technical Assistance to support the establishment of the Multisectoral Council for Transparency (MCT)										
Task 1: Review and clearly identify the roles and responsibilities of the MCT and assess the level of openness existing for greater participation of civil society in this advisory board.										
Task 2: During the planning process of this emerging entity, provide technical support and recommendations, to define the organizational structure and its internal rules and procedures, and to develop a strategic plan including a public education and outreach plan.										
Task 3: Support to reinforce the MCT relationship with Congress, and other related regulatory and control institutions by promoting discussion tables and meetings with key officials.										
Activity 3: Technical Assistance to the GOG to support the Transparency International (TI) Bi-Annual Conference to be organized in Guatemala in 2006										
Task 1: Hold meetings with the corresponding officials in charge and provide technical advice to the Commission and the MCT for the compliance of the requirements towards the organization of the TI 2006 Conference in Guatemala.										
Task 2: In conjunction with the organizers, support meetings with stakeholders, civil society, media, private sector and participating organizations to define roles and responsibilities to support the organization of the TI 2006 Conference.										
Task 3: Assist the organizers in the elaboration of a Calendar of Activities (Gant Chart) towards the organization of the TI 2006 Conference.										
Task 4: Identify and appoint an experienced consultant to work with the Commission in all logistic, technical and administrative aspects related to the organization of the TI 2006 Conference.										

Lower Level Result (LLR) 2.1.2. Implementation of the commitments of Inter-American Convention against Corruption (IACC)

<u> </u>	Year 1									
Activities	Quart	er 2	(Quarter 3			Quarter 4	l		
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep		
Activity 1: Status of IACC implementation										
Task 1: Collect, review and analyze the reports of GOG and CS submitted to the OAS Committee of Experts and other related materials.										
Activity 2: Raise awareness on the Anti-American Convention against Corruption (IACC) commitments										
Task 1; Organize a forum for the GOG officials and CSOs, on the IACC, its implications and the importance of the GOG's compliance with the recommendations of the Committee of Experts of the OAS; its mechanisms and indicators, and the structural and legislative changes that must be implemented related to areas of procurement, internal control, ethics, assets declaration, access of information and others.										
Task 2: Organize a debate among the CSOs led by Accion Ciudadana to discuss its independent report to the Committee of Experts of the OAS and the role of CS in monitoring the GOG's compliance; support disseminate the independent monitoring report.										
Activity 3: Support GOG and CS in adapting transparency laws to comply with IACC requirements.										
Task 1: Provide technical assistance to Congress for reforms in transparency laws.										
Task 2: Assist the Presidential Commission in promoting initiatives of transparency laws to be submitted to Congress.										
Task 3: Provide technical assistance and training to other CSOs to strengthen capacity for monitoring and reporting governments' IACC compliance.										

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Activities	Quart	ter 2	(Quarter 3			Quarter 4	1
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Activity 4: Provide technical assistance to the GOG and Congress in support of IACC implementation								
Task 1: Strengthen the Commission's role as IACC Central Authority by increasing its institutional capacity in oversighting implementation of OAS Committee of Experts recommendations through an international consultant.								
Task 2: Provide technical assistance to Congress particularly to the Probity Committee and other committees, in drafting, reviewing and implementing regulations.								
Task 3: To comply with the IACC recommendations the Program will provide technical assistance to the National Civil Service Office to facilitate the reforming and adapting its structure and operating procedures to the new Civil Service Law.								
Task 4 : Build on USAID previous regional work of replicating a framework of civil society organizations' involvement in monitoring government actions and corrective measures for compliance with the IACC.								
Activity 5: Improve sustainability of the IACC effort								
Task 1: Support government and civil society the development of an "Indicators Map" to track the progress made by government in achieving full IACC compliance relative to legal instruments and their enforcement.								
Task 2: Build synergies with other donor-funded projects and initiatives and coordinate IACC-related efforts with them when feasible.								
Task 3: Support partners like <i>Accion Ciudadana</i> and others to establish a permanent CS IACC monitoring group.								
Task 4: Encourage citizen participation in the follow- up process of this activity and make available for public use all training materials and tools developed for the IACC training workshops.								

Lower Level Result (LLR) 2.1.3 Improved national government budget transparency, management and execution Year 1 **Activities** Quarter 2 Quarter 3 Ouarter 4 Jul Feb Mar Apr May Jun Aug Sep **Activity 1: Assist the Executive and Governmental** agencies improve budget transparency, management and execution Task 1 Support Centro de Investigaciones Economicas Nacional (CIEN) to carry out the Indice Latinoamericano de Transparencia Presupuestaria.(ILAP) identifying major deficiencies, track progress and recommend improvements and reforms. Task 2: Provide technical assistance and training to selected ministries to help them to comply with the budget transparency requirements in a timely and effective manner by improving its capacity of management and execution of the budget. Activity 2: Sponsor training to provide oversight over GOG budgets Task 1: Assess capacity needs to strengthen oversight by legislatures, CSO, Government Officials and journalists to dissect, analyze and report budget information. Task 1: Provide training to select CSOs on general and sector budget monitoring and analysis. Task 2: Provide training to both select GOG institutions and CSOs on performance-based budgeting techniques, monitoring, and analysis with specific consideration to incorporate gender criteria. Task 3: Identify areas of strategic engagement that can contribute in a cost-effective manner. expansion of integrated financial management and/or procurement systems, support access to

information legislations, dissemination and training and enforcement of legislation.

Lower Level Result (LLR) 2.1.4 Systemic government deficiencies identified and addressed in key line ministries Year 1 **Activities** Quarter 2 Quarter 3 Quarter 4 Jul Feb Mar Apr May Jun Aug Sep Activity 1: Assistance in detection of governmentwide institutional, procedural and policy deficiencies and correct weaknesses Task 1: Obtain diagnostics of key ministries and analyze them. Task 2: Define with USAID appropriate officers, the activities of 2 or 3 systemic areas of reform that should be addressed and carried-out in key ministries. Activity 2: Conduct assessment and studies on various issues as Discretionary Power, **Procurement and Budget Execution** Task 1: Recommend actions to undertake based on the existing studies of main problems related to budget, procurement and discretional power. Task 2: Support the update of the national system of integrity study (last one done in 2001) that measures levels of corruption in different sectors including mechanisms of prevention. **Task 3**: Conduct an information campaign through the use of policy briefs, public education, roundtable discussions and other means of social communication on issues on Procurement

and Budget Execution process.

				Ŋ	ear 1			
Activities	Quar	ter 2	(Quarter 3			Quarter 4	1
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Activity 3: Address <i>Fideicomisos (Trust Fund)</i> , Investment and Quality of Expenditures.								
Task 1: Support CS and GOG initiatives in assessing discretionary spending at Fideicomisos, analyzing the process and finding possible loopholes of transparency and arbitrary disbursement and control of these funds.								
Task 2: Support the draft and advocacy for laws addressing oversight of Fidecomisos and develop a plan for achieving implementation of regulations.								
Activity 4: Improving the performance of Juntas Calificadoras de Compras y Contrataciones								
Task 1: Review process, recommend improvements in legislation, and train procurement officials in key ministries in order to have a uniformed and more transparent procurement process in all institutions.								

Lower Level Result (LLR) 2.1.5 Initiatives to reduce petty corruption (solicitation of bribes) developed and implemented									
				7	ear 1				
Activities	Quar	ter 2	(Quarter 3		Quarter 4		4	
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	
Activity 1: Improving public service delivery through bureaucratic simplification assessments									
Task 1: Review USAID DIMS reports and identify feasible actions to undertake for prevention of corruption and transparency.									
Task 2: Based on the result of this review, work with GOG and CSOs, providing technical assistance and training to implement measures to reduce opportunities of petty corruption.									
Task 3: With the participation of CS partners and GOG, carry out related public awareness and education activities that guide the citizenry and businesses about legitimate bureaucratic transactions.									

				Ŋ	ear 1			
Activities	Quar	ter 2	Quarter 3			Quarter 4		
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Activity 1: Improving public service delivery through bureaucratic simplification assessments								
Task 4: Conduct Bureaucratic Simplification Assessments (BSA) and provide technical assistance and training to address systemic problems that are identified.								

Lower Level Result (LLR) 2.1.6. Ke	y over	sight a	gencie	s stren	gthene	ed			
Activities	Quar	ton 2		YOUARTER 3	ear 1		Ouarter 4		
Activities	Quar Feb	Mar	Apr	Quarter 3 May	Jun	Jul	Aug	Sep	
Activity 1:Create and provide technical assistance to Inter-Agency Task-Forces	100	TVZ4Z	1191	May	oun	gui	- Tug	Бер	
Task 1: Promote and encourage better communication among the key oversight agencies and the creation of Inter-Agency Task Forces, and assist in defining areas of cooperation and establish internal agreements as required.									
Task 2: Support Accion Ciudadana's role as Executive Secretariat of the Quality of Public Expenditure Network.									
Task 3: Support the Comptroller General to create an environment where this office works efficiently in an integrity system that cooperates with other entities in the over all state oversight and control, including the Presidential Commission for Transparency.									
Activity 2: Provide technical assistance to the Congress in complying with the IACC									
Task 1: Conduct workshop and/seminar with the participation of international and national experts, to sensitize Congress on oversight responsibilities and key IACC items, and the approval and oversight of the national budget and budget hearings.									
Task 2: Discuss areas for technical assistance with Board of Directors and Party Leaders.									

					Year 1			
Activities	Quai	rter 2		Quarter	3		Quarter 4	l
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Task 3: Support CSs work with Probity Commission, <i>Diputados por la Transparencia</i> , and other Commissions in improving organizational, professional, and technical capacity.								
Task 4: Facilitate collaboration with Office of the Comptroller General (OCG) and Presidential AC Commission.								
Task 5: Support the Commission for Transparency and CSOs, visits to countries that have successfully implemented AC Strategies, have similar commissions, and can provide good knowledge from their good practices and lessons learned in similar functions.								
Activity 3: Provide technical assistance to the Probity Commission and other Commissions								
Task 1: Assist in defining its functions and structures, establish permanent and professional staff, and train them in conducting their business ethically and efficiently.								
Task 2: Support adoption/implementation of recommendations on sworn statements reforms.								

Sub IR 2.2: INCREASED DEVOLUTION OF RESPONSIBILITIES AND RESOURCES TO THE LOCAL LEVEL RESULTING IN GREATER RESPONSIVENESS BY LOCAL GOVERNMENTS TO CITIZENS NEEDS

Contrary to other CAM countries where national and municipal programs are integrated, there is a clear separation between them at USAID/Guatemala. Thus, this approach is not applicable to Guatemala. The Program will simply coordinate ongoing and potential project activities with the USAID partner that is implementing the *Decentralization and Local Government Program*. This will be done through periodical meetings and making sure that the local governance program is invited to activities conducted by the anti-corruption program.

Lower Level Result (LLR) 2.2.1 Improved decentralization policy framework										
	Year 1									
Activities	Quart	ter 2	(Quarter 3			Quarter 4			
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep		
Task 1:Coordinate ongoing and potential project activities with the USAID partner that is implementing the local governance program										
Task 2: Provide technical input on Anti-corruption and Transparency best practices to USAID local government programs.										

management and execution Year 1								
Activities	Quar	ter 2	(Quarter 3			Quarter 4	ļ
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Task 1:Coordinate ongoing and potential project activities with the USAID partner that is implementing the local governance program								
Task 2: Provide technical input on Anti-corruption and Transparency best practices to USAID local government programs.								

Sub IR 2.3: MORE OPPORTUNITIES FOR CITIZEN PARTICIPATION IN AND OVERSIGHT OF NATIONAL GOVERNMENT DECISION-MAKING

The Program will draw from its long tradition of strengthening citizen participation in national and local affairs in Central America and other parts of the world. In Guatemala, USAID former Program trained civil society organizations to monitor IACC compliance and report to the Committee of Experts, as stipulated in the IACC Follow Up Mechanism. As a result, the alternative report presented by Guatemalan civil society to the Committee of Experts is the most participatory of all the independent reports presented by the CAM countries.

Building on this experience, the Program will encourage the creation of a permanent monitoring group, the expansion of IACC articles to report on, and prepare the monitoring group for the second round of evaluation. The training for the second round of evaluation of the Committee of Experts, which will focus on a new set of IACC articles, will be conducted jointly for all CAM countries. International experts and local talent will come together to complete the initiatives related to the IACC. Seminars and workshops will be organized as needed.

An organized monitoring group will create a network of civil society organizations and focus on a long-term project. It will stimulate the interest of other civil society organizations in engaging in anti-corruption initiatives. Guatemala has the honor of hosting the 2006 Transparency International Conference, providing a unique opportunity to show case initiatives, become familiar with best practices in other countries and broaden contacts with other counterparts worldwide. It is an opportunity that certainly should not be missed and in Year One, the Program will support the GOG to prepare for this event.

We would hope that by that time, Guatemala would have moved further to comply with IACC on Access to Information Law. One of the key elements of all Freedom of Information Acts is the access to budget and accounting information from public agencies. The availability of timely financial data—mainly permitted by this type of systems—promotes government accountability and an adequate management of public funds.

The Program will be providing technical support in this area and will help CS to lobby Congress for fast approval of pending legislation. It will also encourage greater interaction between the GOG and civil society. It will fund a consultancy to identify other transparency/anti-corruption initiatives being carried out by other international donors, which will facilitate greater interaction with other civil society organizations.

One area of particular interest for civil society in Guatemala is social accountability/social auditing. In 2004, USAID former Program conducted a brief inventory of social auditing initiatives in Guatemala, a workshop to discuss best practices, and a public fair for social accountability practitioner to show their wares. Results of these activities indicated an interest for more information on social accountability models and training on models applicable to Guatemala.

The Program will sponsor a seminar in the summer of 2005 to share the results of those activities and to renew interest on the subject. The seminar will bring together the same organizations that participated in the seminar and perhaps others. The inventory will be expanded and programs worthy of improvement or replication will be identified. The concepts will be disseminated in a couple of seminars. Training on social auditing principles and methodology will be scheduled for the following year.

There is particular interest in studying closer and supporting the *Grupo de Apoyo Mutuo's* (GAM) monitoring of the *military budget*. GAM will be invited to share its methodology for digging into the most secretive part of the Guatemalan budget with other local civil society organizations as well as with counterparts in other Central American countries.

The program will continue expanding the electronic social auditing network created in 2004. Through a list serve, auditoriasocialguate@egroups.com, social accountability

practitioners and participants can share their experiences, consult each other and maintain a dialogue on topics of interest.

To assist with strengthening civil society, we propose to engage networks of academics committed to reform, and to support universities that wish to strengthen course content in schools of public administration.

A highlight of this Sub IR will be the partnership with Transparency International-- and particularly with Transparency Latin America (TILAC). In Guatemala, the Program will work with the national chapter of Transparency International (TI) in the following areas:

- Development of Risk Map on Procurement
- Drafting and passing of Access to Information Legislation
- Establishment of transparency in procurement initiatives
- Transparency in Electoral Processes

In addition to the Guatemala chapter, the Program will work together with TILAC chapters or collaborating organizations in Nicaragua, Panama, and El Salvador to coordinate the steps for pursing these objectives. Funding for these initiatives will be made available through the Grants Fund. Accomplishing TILAC's goals simultaneously or in close sequence in several Central American countries will certainly move forward the region's progress in curbing corruption.

The other civil society sector that will be encouraged and supported in increasing its participation in oversight of national government decision-making is the business sector. At a time when Guatemala, along with other Central American countries, are close to reaching Free Trade Agreements with the United States, the Program will encourage the private sector to observe ethical international business practices to become more competitive. The business community will face a crossroad: complying with internationally accepted business manners in order to compete or refuse to change and remain local.

Another cross-cutting item, the Program will coordinate with Mission's Trade and Economic Analysis (TEA) to identify those entities or areas in which entrepreneurs may wish or need support in ethics training or other transparency tool that would enhance their competitiveness. During the Year One, the Program will concentrate on designing and hosting seminars with private sector representatives to address anti-corruption and transparency issues in the framework of the FTA requirements.

To the extent that the TO allows, we will invite business representatives from other countries to share their transparency/anti-corruption experience their Guatemalan counterparts. The Program will also seek support from the US Department of Commerce and Ethics Office at the State Department in sharing specific information on ethics demands on international trade.

Media in Guatemala is not as free or uncommitted as it would appear at first sight. Based on that premise, the Program will conduct an assessment of the legal, policy and regulatory environment in which Guatemalan journalists operate. It will encourage civil society interested in the subject to seek support for legislative efforts. The Program media initiatives in Guatemala and the rest of the region will be conducted with regional organizations recognized for their professional trajectory and accomplishments promoting higher journalistic standards and fighting corruption. These are the Panama-based Latin American Journalism Center (CELAP) and El Salvador-based *Probidad*.

Finally, the Program will design and manage a Grants Fund to support civil society initiatives that promote transparency and accountability. It will review methodology of the grants of the late USAID civil society program, among others. The funding will facilitate the establishment of social accountability programs, engage in policy analysis, finance CSOs-sponsored seminars and workshops, and conduct other activities designed to mobilize civil society in support of transparency and anti-corruption initiatives.

Lower Level Result (LLR) 2.3.1 Stro	ng civ	il soci	ety par			d overs	ight	
Activities	Quar	tor 2		Y Quarter 3	ear 1		Ouarter 4	1
Activities	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Activity 1: Establish a Civil Society Grand Fund			·				8	·
Task 1: Establish a Grants Fund; define guidelines and corresponding forms for application by civil society organizations.								
Task 2: With the concurrence of USAID, define priority areas of the first round of the Grants Fund.								
Task 3: Reception, review, award and monitor first round grants applications.								
Activity 2: Provide technical assistance and training to CSOs								
Task 1: Select CS initiatives to be supported through the Grants Fund.								
Task 2: Increase oversight capacity of selected CSOs through training to monitor transparency, corruption and accountability in key sectors.								
Task 3: Provide training to CSOs in governmental processes that need change, to probe to be a potential partner to GOG, interact efficiently with key institutions and oversight objectively the functions of these institutions.								
Task 4: If necessary, provide technical assistance and training to CSOs in using efficiently and positively the Media as a tool for advocacy and mobilization. understanding the power of public								

relations, key message development, social marketing and research.				
Task 5: Seek opportunities for joint GOG/CSO collaboration and encourage and sensitize the GOG to working with CSOs, including participation in the organization of the TI International Conference in year 2006				
Task 6: Conduct an analysis of the support that other donors are providing to civil society relative to governance and identify areas of potential collaboration.				
Task 7: Support CSOs to institutionalize social auditing activities, promoting links, nets and alliances and encourage the creation of a "Social Auditing List Serve".				
Task 8: Identify all area of support international donors are providing to CSOs to avoid overlapping and duplication.				
Task 9: Maintain and expand virtual CSOs anti- corruption networks (guatetransparencia and auditoriasocialguate)				
Activity 3: Implement Transparency International Agenda				
Task 1: In conjunction with TILAC the Program will work to implement the TILAC Agenda in CA that includes developing a "Risk Map on Procurement", Access to Information Initiatives, Transparency in Procurement Initiatives and Transparency in the Electoral Processes.				
Task 2: Support FOI initiatives, as well as those dealing with transparency in procurement and electoral processes, all of which are part of the TILAC Agenda				
Activity 4: Design and institutionalize a comprehensive sector-based social accountability program (social auditing)				
Task 1 : Organize seminar with participation of CSOs and GOG, media, private sector and donor community to present results of 2004 social accountability workshop.				
Task 2 : Expand inventory of social accountability programs in Guatemala.				
Task 3: Identify programs worthy of improvement and/or replication like the Certification Program and Integrity Pacts.				
Task 4: Assess applicability of various social auditing models to Guatemala.				
Task 5: Conduct a round table discussion to disseminate concept of Social Auditing.				
Task 6: Train selected CSOs in implementing social auditing programs.				

Lower Level Result (LLR) 2.3.2 Clear leadership role and ethical standards for the private sector

	Year 1									
Activities	Quar	ter 2	(Quarter 3		Quarter 4				
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep		
Task 1: Develop a focused inventory of professional and business associations that are willing to be involved in ethics and private sector anticorruption efforts.										
Task 2: Design and host 1 workshop and 2 training seminars with private sector representatives to address anti-corruption and transparency issues in the framework of FTA /TLC requirements.										
Task 3: Working with entities like CENTRARSE, develop and sustain a private sector networking program using the integrity and corporate social responsibility (CSR) methodologies and carry out public awareness activities										
Task 4: Organize a seminar on Conflict of Interest to educate businesses about potential conflicts particularly in the financial sector.										
Task 5: Assist the private sector to establish effective anti-corruption and transparency partnerships, to advocate for CSR.										
Task 6: Sponsor public awareness campaigns, round table discussions, seminars, conferences on the economic and social cost of corruption; and encourage the private sector to establish alliances with other civil society organizations to advocate for greater levels of accountability and transparency in the actions of government and elected officials.										
Task 7 : Develop and sustain an ethic code adoption and certification program by the corporate community.										

Lower Level Result (LLR) 2.3.3 Capacity of the media to report on transparency and corruption issues increased Year 1 **Activities** Quarter 2 Quarter 3 **Ouarter 4** Jul Feb Mar Apr May Jun Aug Sep Task 1: When appropriate, and in coordination with the PAO and the USAID/PRO Office, conduct assessment of the media fact-based reporting alleged cases of corruption and design a training program to improve sector capacity. Task 2: When appropriate, and in coordination with the PAO and the USAID/PRO Office, support CS initiatives on appropriate legal, regulatory, and policy reforms resulting from the conduct of the aforementioned assessment. **Task 3:** When appropriate, and in coordination with the PAO and the USAID/PRO Office, assess the lack of access to information by the media especially in Governmental entities and regulatory agencies.

Sub IR 2.4: ACCOUNTABILITY OF ELECTED AND APPOINTED OFFICIALS IMPROVED

Citizens are calling for Political Party and campaign reform all over the world. Highly industrialized nations as well as seriously underdeveloped ones are experiencing corruption in this area and seeking alternatives to curb it.

The vast majority of activities related to the improvement of political party and elected leaders accountability will be implemented in Years Two and Three. Based on the ongoing technical assistance currently done by the State University of New York (SUNY) and other programs, opportunities will be explored to engage CSOs on issues related to political accountability and party financing, support reforms and enable more effective and accountable political party financing practices.

As preparation for those activities, the Program will start by conducting an assessment of the legal, regulatory, and policy environment surrounding political processes and political parties, with an emphasis on financing. In collaboration with the International Foundation for Electoral Systems (IFES) and/or other organizations working in the field, the Program will work towards reducing the level of corruption in this sector and train local partners to collect and make information available through Internet based template using IFES Money and Politics Database. In coordination with the *Foro de Partidos Politicos* and other programs, IFES can provide additional technical assistance by organizing a 3 day workshop for political party leaders and financial managers, to discuss issues of the importance of transparency and use of proper internal accounting procedures and external reporting rules and regulations.

The last activity envisioned in this TO involves improving government ethics and disclosure of assets of public officials and candidates for public office. In that sense, the Program will support civil society initiatives that work towards including ethic and anti-corruption provisions in the civil service bill. It will also provide technical assistance to the Probity Directorship of the OCG, as described above, to implement the recommendations that have been made by international consultants to develop and maintain basic tenets of a modern asset disclosure system.

Lower Level Result (LLR) 2.4.1 Political Party and elected leaders accountability improved								
-				Y	ear 1			
Activities	Quarter 2		(Quarter 3		Quarter 4		
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Activity 1: Engage CSOs and the media on issues related to political accountability and party financing								
Task 1: Promote the involvement of the CSOs and Media in monitoring the political accountability and party financing of campaigns, immunity and impunity, by supporting through the Grants Fund initiatives towards the formation of watchdog groups.								
Activity 2: Enable more effective and accountable political party financing practices								
Task 1: In coordination with the <i>Foro de Partidos Politicos</i> , provide technical assistance through an international consultant and/or local experts, by organizing a 3 day workshop for political party leaders and financial managers, to discuss issues of the importance of transparency and use of proper internal accounting procedures and external reporting rules and regulations.								
Task 2: In coordination with the <i>Foro de Partidos Politicos</i> , support initiative reforms towards more transparent party financing policy and train corresponding party leaders, CS, Media to understand changes.								
Activity 2: Provide training to civil society organizations and media to monitor and investigate political party finance								
Task 1: When appropriate and in concurrence of the PAO and USAID/PR Office, organize 6 town hall forums and debates around the country, with leading CSOs and Media organizations, to create public awareness on the issue and better understanding by the citizenry about the need for transparency and accountability of the political parties' financial campaigns.								

	Year 1								
Activities	Quarter 2		Quarter 3			Quarter 4			
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	
Task 3: In collaboration with local partners and previous reports, identify and report the critical problems that tamper the citizen confidence and democratic governance, including exclusion of women and minorities in candidacies, lack of party and candidate accountability about finance of political campaigns, use of state resources for political purposes, uncontrolled patronage, etc.									
Activity 5: Train a local implementing partner in collecting and disseminating political financing data									
Task 1: Recommend strategies and activities for reforming existing practices in Guatemala building upon studies undertaken like the TAM AAA Project on political-party finance in Latin America and others.									
Task 2: Based on existing studies undertaken by Accion Ciudadana, strengthen CSOs on how to monitor, investigate and report on political party modernization.									

Lower Level Result (LLR) 2.4.2 Improved government ethics and disclosure of assets of public officials and candidates for public office										
Activities	Year 1									
	Quarter 2		Quarter 3			Quarter 4				
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep		
Task 1: Support CSOs initiatives in including ethics and anti-corruption provisions in the draft civil service law.										
Task 2: Workshops (4) with participation of regulatory entities, public administration officials, key ministries personnel, CSOs, Media and private sector, to discuss the System of Assets' Declaration of Public Officials and candidates for public office.										
Task 2: Provide technical assistance and training to the personnel in charge at the entity responsible for collecting, analyzing and reporting the results of the assets disclosure system.										